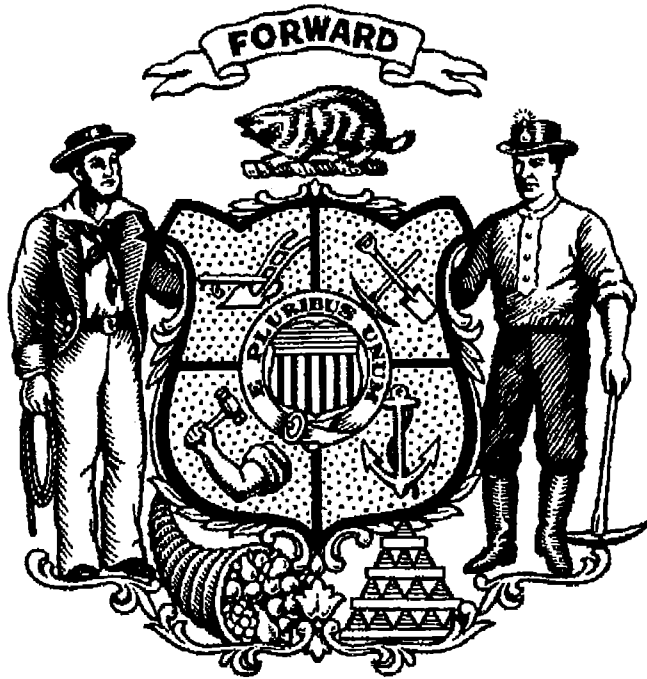


# State of Wisconsin

## Government Accountability Board



Agency Budget Request  
2011 – 2013 Biennium  
September 15, 2010

# State of Wisconsin

## Government Accountability Board

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September 15, 2010

Mr. Daniel Schooff, Secretary  
Department of Administration  
101 East Wilson Street, 10<sup>th</sup> Floor  
Madison, WI 53702

Dear Secretary Schooff:

Enclosed is the 2011-2013 budget submission for the Government Accountability Board. The Government Accountability Board has included twelve separate decision items for consideration by the Executive Office as it prepares the executive budget for submission to the Legislature. These decision items will ensure required agency programs are properly funded.

The proposed decision items address key agency goals to enable management and professional staff to focus on policy and enforcement matters while increasing the level of support to local government in a cost effective manner. With the implementation of the Help America Vote Act of 2002 (HAVA), the agency relies on a much more diverse set of funding sources to carry out its mandated responsibilities.

The foundation of our agency is the dedicated and professional staff who implements the program responsibilities of the agency. Since 2003, the bulk of our election administration operations have been conducted using temporary staff supported by HAVA funding. In order to ensure the agency can continue the level of election services mandated by state and federal law, we need to convert these positions to permanent status. Our budget request reflects this important initiative.

The budget request also restores base funding for Board member per diems, master lease payments and maintenance payments for our Campaign Finance Information System (CFIS). These items were removed from our base so the Joint Legislative Committee on Finance could review the disbursement of those funds in prior budget cycles. We have also asked for the authorization to conduct studies on key agency initiatives that will benefit state and local governments with respect to Contract Sunshine and voter registration.

This budget request is designed to enable the Government Accountability Board to carry out its legislative mandate to maintain the integrity of the electoral process and provide complete, accurate and timely information to the public and other participants with a stake in Wisconsin government. These decision items reflect the cost to carryout current program requirements developed by the Legislature.

The Government Accountability Board and its staff are excited about continuing to serve the citizens of Wisconsin and contribute to Wisconsin's legacy of clean and open government supported by fair and impartial elections. If you have any specific questions concerning the Government Accountability Board's budget request, please contact Sharrie Hauge at 266-0404. I can also be reached at 261-8083.

Thank you for your support.

**Government Accountability Board**



Kevin J. Kennedy  
Director and General Counsel

## **AGENCY DESCRIPTION**

The board is comprised of six members, each of whom must have formerly been elected to and served as a judge of a court of record in Wisconsin. Members are appointed to six-year terms by the Governor from nominations submitted by a nominating committee called the Government Accountability Candidate Committee consisting of four current Court of Appeals judges selected randomly by the Supreme Court Chief Justice. Members are required to be nonpartisan. The new agency is unique to the United States.

The director and general counsel serves as the agency head and the chief election officer of the state. The board staff also is nonpartisan. The agency is organized into two divisions: Elections, and Ethics and Accountability. The board is responsible for the administration and enforcement of campaign finance, elections, ethics and lobbying laws. The agency has a staff of 14.30 GPR and 3.45 PR full-time employees. The agency has 31 federally funded positions which will expire in the FY09-11 Biennium.

The Board administers and enforces Wisconsin law pertaining to elections, ethics, campaign finance and lobbying (Wisconsin Chapters 5-12); Chapter 12 (Lobbying, Subchapter III; and, Chapter 19 (Ethics (Subchapter III)). The mission of the Board is to enhance representative democracy by ensuring the integrity of the electoral process and further Wisconsin's tradition of clean and open government through its administration of Wisconsin's elections codes, ethics codes, campaign finance and lobbying laws and dissemination of information to the public.

Board activities are arranged by five general functions: general administration; assistance to state public officials, candidates, lobbyists, principals, political committees and officeholders; assistance to local governments; education and training; and enforcement. Within these functional areas, the Board develops policy, issues formal opinions, promulgates administrative rules, prescribes procedures and forms, audits disclosure reports, carries out investigations, conducts hearings and reviews appeals, brings civil actions to assess forfeitures, and related activities.

The Board has eight general program areas which are described below:

### **Election Administration**

Elections in Wisconsin are conducted by 1,923 local clerks at the town, village, city and county levels, with support from the Elections Division. The Division ensures compliance with state election laws, and certifies state and federal election results. Candidates for Statewide Constitutional Offices, the Legislature and District Attorney, as well as State Superintendent of Public Instruction, Justice of the Supreme Court, Court of Appeals Judge and Circuit Court Judge register with the Division.

### **Support for Local Election Officials**

Local election officials receive education training, technical support, consultation and direct provision of resources from the Elections Division. Courses and classes for election officials are available on the Internet through the Web-Based Election Training System (WBETS). The Division also offers in-person classes, and presentations to various professional associations and other groups.

### **Voter Information**

The Voter Public Access (VPA at [VPA.wi.gov](http://VPA.wi.gov)) website, linked to the G.A.B. site ([GAB.wi.gov](http://GAB.wi.gov)), allows voters to check their voter registration status, polling place information, and ballot information on the Internet. Additional resources are available to the public on the website: <http://gab.wi.gov>

### **Voter, Candidate and Polling Place Data**

Wisconsin has a centralized database of all state voters, the Statewide Voter Registration System (SVRS). The SVRS provides information such as poll lists; absentee, military and overseas voter records; lists of candidates, polling place records, and various reports for clerks and the public. It is maintained by local clerks, with oversight and support from the Division.

### **Campaign Finance**

Wisconsin campaign finance law requires candidates for state public office to register with the G.A.B., disclose campaign receipts and disbursements, and abide by certain contribution limits and prohibitions. The Ethics and Accountability Division is responsible for auditing campaign finance reports and enforcing registration and reporting requirements along with limits on the source and amount of campaign funding.

### **Lobbying**

Wisconsin lobbying law requires registration of businesses, organizations, and individuals that attempt to influence government decisions. Registrants must identify who lobbies on their behalf, issues in which they have an interest, and provide other information, all available to the public on the Agency Website: <http://gab.wi.gov>

### **Ethics**

The Ethics and Accountability Division fosters ethical conduct of public officials by advising them about ethics laws and providing information about officials' financial interests to identify any potential conflicts of interest.

### **State Purchasing**

The Contract Sunshine program is mandated by the Legislature to allow the public to view the process state agencies use to procure goods and services from vendors. Additional information about the program is available on the website: <http://gab.wi.gov/contract-sunshine>

## **MISSION**

The mission of the board is to enhance representative democracy by ensuring the integrity of the electoral process and further Wisconsin's tradition of clean and open government through its administration of Wisconsin's elections and ethics codes, campaign finance and lobbying laws, and dissemination of information to the public.

## **PROGRAMS, GOALS, OBJECTIVES AND ACTIVITIES**

### **Program 1: Administration of Elections, Ethics and Lobbying Laws**

**Goal:** Ensure open, fair and transparent elections, by cultivating public confidence in the integrity of the electoral process.

**Objective/Activity:** Provide educational, training and informational resources to elections officials and to Wisconsin electorate, the general public.

**Goal:** Make readily available to voters complete information as to who is supporting or opposing a candidate or cause and to what extent, whether directly or indirectly. The board makes the following information available on the internet and in its office: list of reports filed, summary of data reports, information about late campaign activity and detailed campaign finance report information.

**Objective/Activity:** Provide educational, training and informational resources to candidates, committees, and treasurers on the requirements of campaign finance laws and on using the Board's electronic filing system (CFIS). Enter campaign finance report data received on paper on the day of receipt, and prepare and post reports on Web site within 24 hours of receipt.

**Goal:** Identify interests influencing government and identify conflicting interests.

**Objective/Activity:** Identify for the public the businesses, organizations and individuals attempting to influence governmental decisions, the issues in which they have an interest, and other pertinent information; and provide information about governmental officials' financial interests to confirm for the public the absence of conflicting interests or to identify conflicts meriting attention. Provide for the regular update and enhancement of an interactive Web site, which permits anyone with Internet access capabilities to search for and view data relating to lobbyists, the organizations that employ them, the issues on which they are lobbying, lobbying activity and expenditures for current and past sessions.

**Goal:** Enforce statutory requirements. This goal fosters the continued high standards of ethical conduct by state government officials, lobbyists and lobbying organizations through independent investigation and reassures the public that the State of Wisconsin is equipped to redress conduct that falls short of statutorily established standards.

**Objective/Activity:** Investigate possible violations of the ethics code, lobbying law, and campaign finance law and seek appropriate remedies or exoneration as circumstances warrant.

## PERFORMANCE MEASURES

### 2009 AND 2010 GOALS AND ACTUALS

Prog. No.	Performance Measure	Goal 2009	Actual 2009	Goal 2010	Actual 2010
1.	Monitor the number of contacts the public makes to G.A.B.	5,000	624,221 (The number includes a 4-year voter record maintenance mailing, returned post cards, as well as regular contact to and from the public.)	8,000	278,168 (The number includes the mailings to voters as part of the Retroactive HAVA Check process, responses from voters, returned letters, as well as regular contact to and from the public.)
1.	Monitor public satisfaction with G.A.B. through media coverage (news articles and editorial pages).	100	Please see information below 1*	200	Please see information below 2 & 3*
1.	Consult with local elections partners to determine voter satisfaction with Wisconsin's electoral processes.	4	12 Consultation with local election official partners is ongoing. Please see information below 1*	4	12 Consultation with local election official partners is ongoing. Please see information below 2 & 3*
1.	Maintain data and records on the number of educational outreach activities, training and technical assistance provided to local elections partners and the general public.	75	191 (7,050 is the number of local election officials that received classroom training)	100	181 (6,150 is the number of local election officials that received classroom training)
1.	Number of contacts relating to requests for campaign finance information by Web	25,000	41,026	40,000	39,125



	site hits to campaign finance section.				
1.	Customer satisfaction.	Oral and written communications indicate lobbying organizations and officials will be satisfied with reporting mechanisms	Comments from lobbyists and lobbying organizations have been uniformly positive.	Oral and written communications indicate lobbying organizations and officials will be satisfied with reporting mechanisms	Comments from lobbyists and lobbying organizations have been uniformly positive.
1.	Customer usage.	Web site usage among legislators, executive branch and citizens will remain high	Website hits continue to demonstrate high usage. (3,381,624 hits to site)	Web site usage among legislators, executive branch and citizens will remain high	Website hits continue to demonstrate high usage. (3,785,534 hits to site)
1.	Impact.	The number and depth of publicity, analysis and commentary on information related to lobbying and financial interests of state officials will remain high	The G.A.B. is constantly in the news.	The number and depth of publicity, analysis and commentary on information related to lobbying and financial interests of state officials will remain high	The G.A.B. is constantly in the news.

Note: Based on fiscal year.

1\*. The University of Wisconsin-Madison's Political Science Department's Study  
(*Wisconsin Voter Experience in the November 2008 General Election*), April 2009.

Respondents in Wisconsin and in other states were polled immediately following the November 4, 2008, General and Presidential Election were asked about their means of voting, problems they face and other evaluation of their experience. Compared to voters in other Big Ten states and the rest of the nation, no matter what form in which Wisconsin's electors cast their votes, i.e. in person on Election Day, in person before Election Day, or the casting of their ballot by mail, their voting experience and level of satisfaction was "the most satisfied."

According to the University of Wisconsin-Madison study, compared to other states, Wisconsin residents were:

- o Able to vote quickly and without incident.
- o More satisfied, experienced fewer problems and expressed more confident that their votes were counted fairly.
- o More likely to cast their ballots early in person and much less likely to vote absentee by mail.

- o More likely to register at the polls.
- o Quite confident that their ballots were counted as they intended.
- o Extremely satisfied with their voting experiences.

Additionally,

- o Very few Wisconsin voters encountered problems with their registration.
- o Voting in Wisconsin took less time than in other states, with three-quarters of Wisconsin who cast their ballots at the polls took less than 10 minutes to vote.

2\*. The University of Wisconsin-Madison's Political Science Department's Study of the Agency's New Election Data Collection and Voter Participation Management System

As part of a 2009 independent study of the Board's election data collection system supported with a competitively-awarded grant made to the Board by the U. S. Election Assistance Commission to improve election data collection and voter participation statistics, the University of Wisconsin, Department of Political Science professors surveyed Wisconsin's 1,923 county and municipal clerks on a variety of topics. 1,388 surveys were completed – a response rate of 72%! The results were presented to the Board in 2010. Respondents gave the agency high marks for services provided by the Board.

3\*. The Government Accountability Board Surveys of Clerk's Assessment of Customer Service Provided

In early 2010, Board staff conducted an online survey on when the Board should extend operation hours before, during and after elections. Of the Board's 1,923 clerk customers and local official partners, 185 did not have email accounts at that time (currently, 175 clerks do not have email accounts). Of the 1,738 who inherited the survey online, 790 or 45.5% responded, and favorably.

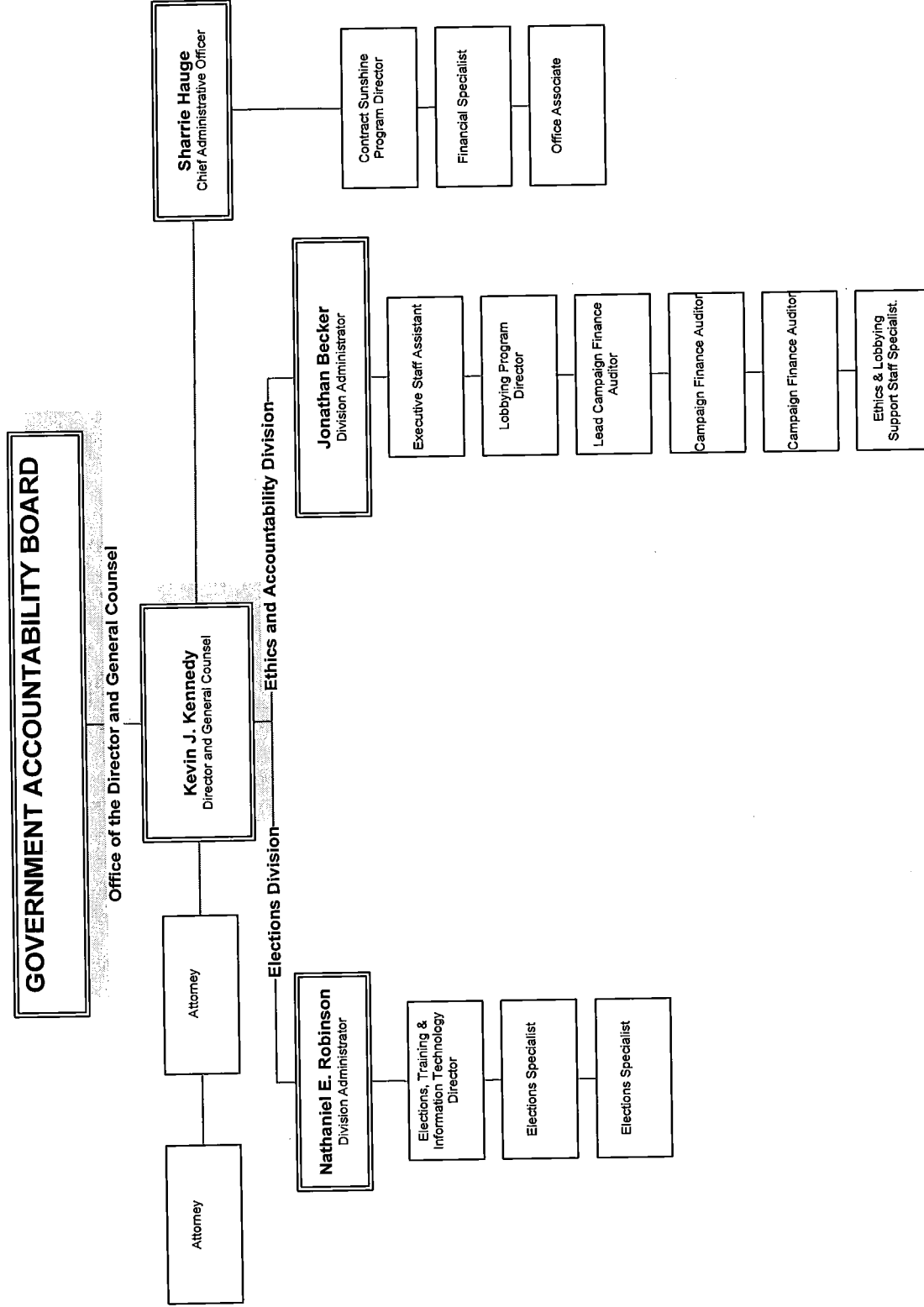
The Board has conducted yet another online survey regarding the Board's communication protocol, clerks' satisfaction with the Board's services during the 2010 February 16 Spring Primary and April 6 Spring Election, and suggestions on how the Board could improve services to clerks as we approach the 2010 Fall Election Cycle. The 175 clerks who do not have email accounts were sent paper copies of the survey. The deadline was Monday, August 23, 2010. 717 surveys or 37% were returned. The results are being analyzed. A preliminary review includes the responses are favorable.

2011, 2012 AND 2013 GOALS

Prog. No.	Performance Measure	Goal 2011	Goal 2012	Goal 2013
1.*	Monitor the number of contacts the public makes to G.A.B.	100,000	130,000	100,000
1.*	Monitor public satisfaction with G.A.B. through media coverage (news articles and editorial pages).	6  (1 mailing to electors for the voter records maintenance. Contact expected	12	6

		with about 400,000 voters)		
1.*	Consult with local elections partners to determine voter satisfaction with Wisconsin's electoral processes.	2	3	2
1.*	Maintain data and records on the number of educational outreach activities, training and technical assistance provided to local elections partners and the general public.	210 (7,000 local election officials projected to receive training and technical support)	220 (7,500 local election officials projected to receive training and technical support)	210 (7,000 local election officials projected to receive training and technical support)
1.	Number of contacts relating to requests for campaign finance information by Web site hits to campaign finance section.	70,000	50,000	55,000
1.	Customer satisfaction.	Oral and written communications indicate lobbying organizations and officials will be satisfied with reporting mechanisms	Oral and written communications indicate lobbying organizations and officials will be satisfied with reporting mechanisms	Oral and written communications indicate lobbying organizations and officials will be satisfied with reporting mechanisms
1.	Customer usage.	Web site usage among legislators, executive branch and citizens will remain high	Web site usage among legislators, executive branch and citizens will remain high	Web site usage among legislators, executive branch and citizens will remain high
1.	Impact.	The number and depth of publicity, analysis and commentary on information related to lobbying and financial interests of state officials will remain high	The number and depth of publicity, analysis and commentary on information related to lobbying and financial interests of state officials will remain high	The number and depth of publicity, analysis and commentary on information related to lobbying and financial interests of state officials will remain high

Note: Based on fiscal year.



NOTE: The agency has 31 federally funded project positions which will expire in the FY09-11 biennium.

# Agency Total by Fund Source

## Government Accountability Board

ANNUAL SUMMARY							BIENNIAL SUMMARY			
Source of Funds	Prior Year Total	Adjusted Base	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE	Base Year Doubled (BYD)	Biennial Request	Change From (BYD)	Change From BYD %
GPR L	\$37,683	\$91,800	\$91,800	\$91,800	0.00	0.00	\$183,600	\$183,600	\$0	0.0%
GPR S	\$2,311,930	\$2,345,800	\$2,869,800	\$2,756,000	14.30	14.30	\$4,691,600	\$5,625,800	\$934,200	19.9%
<b>Total</b>	\$2,349,613	\$2,437,600	\$2,961,600	\$2,847,800	14.30	14.30	\$4,875,200	\$5,809,400	\$934,200	19.2%
PR S	\$462,357	\$524,200	\$602,900	\$611,500	3.95	3.95	\$1,048,400	\$1,214,400	\$166,000	15.8%
<b>Total</b>	\$462,357	\$524,200	\$602,900	\$611,500	3.95	3.95	\$1,048,400	\$1,214,400	\$166,000	15.8%
PR Federal	\$0	\$0	\$0	\$0	0.00	0.00	\$0	\$0	\$0	
<b>Total</b>	\$0	\$0	\$0	\$0	0.00	0.00	\$0	\$0	\$0	
SEG A	\$0	\$742,500	\$100,000	\$742,500	0.00	0.00	\$1,485,000	\$842,500	(\$642,500)	-43.3%
SEG S	\$207,900	\$100	\$100	\$100	0.00	0.00	\$200	\$200	\$0	0.0%
<b>Total</b>	\$207,900	\$742,600	\$100,100	\$742,600	0.00	0.00	\$1,485,200	\$842,700	(\$642,500)	-43.3%
SEG Federal	\$3,001,162	\$1,454,200	\$2,430,500	\$2,756,800	21.50	21.50	\$2,908,400	\$5,187,300	\$2,278,900	78.4%
<b>Total</b>	\$3,001,162	\$1,454,200	\$2,430,500	\$2,756,800	21.50	21.50	\$2,908,400	\$5,187,300	\$2,278,900	78.4%
<b>Grand Total</b>	\$6,021,032	\$5,158,600	\$6,095,100	\$6,958,700	39.75	39.75	\$10,317,200	\$13,053,800	\$2,736,600	26.5%
<b>Total</b>										

# Agency Total by Program & SubProgram

## Government Accountability Board

ANNUAL SUMMARY							BIENNIAL SUMMARY		
Source of Funds	Adjusted Base	1st Year	2nd Year	1st Year	2nd Year	Base Year Doubled (BYD)	Biennial Request	Change From (BYD)	Change From BYD %
		Total	Total	FTE	FTE				
01	Administration of elections, ethics, and lobbying laws								
GPR	L	\$91,800	\$91,800	0.00	0.00	\$183,600	\$183,600	\$0	0.00%
	S	\$2,345,800	\$2,756,000	14.30	14.30	\$4,691,600	\$5,625,800	\$934,200	19.91%
	S	\$524,200	\$611,500	3.95	3.95	\$1,048,400	\$1,214,400	\$166,000	15.83%
PR Federal	S	\$0	\$0	0.00	0.00	\$0	\$0	\$0	
SEG	A	\$742,500	\$742,500	0.00	0.00	\$1,485,000	\$842,500	(\$642,500)	- 43.27%
SEG Federal	S	\$100	\$100	0.00	0.00	\$200	\$200	\$0	0.00%
	S	\$1,454,200	\$2,756,800	21.50	21.50	\$2,908,400	\$5,187,300	\$2,278,900	78.36%
Total		\$5,158,600	\$6,958,700	39.75	39.75	\$10,317,200	\$13,053,800	\$2,736,600	26.52%
PGM 01 Total		\$5,158,600	\$6,958,700	39.75	39.75	\$10,317,200	\$13,053,800	\$2,736,600	26.52%
Agency Total		\$5,158,600	\$6,958,700	39.75	39.75	\$10,317,200	\$13,053,800	\$2,736,600	26.52%

# Agency Total by Decision Item

## Government Accountability Board

Decision Item	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
2000 Adjusted Base Funding Level	\$5,158,600	\$5,158,600	17.75	17.75
3003 Full Funding of Continuing Position Salaries and Fringe Benefits	\$60,400	\$60,400	0.00	0.00
3005 Reclassifications and Semiautomatic Pay Progression	\$8,400	\$12,000	0.00	0.00
3010 Full Funding of Lease and Directed Moves Costs	\$40,500	\$40,500	0.00	0.00
4001 Federally Funded Permanent FTEs	\$953,000	\$1,270,700	21.00	21.00
4002 Increase Lobby PR Spending Authority 123	\$121,200	\$121,200	0.00	0.00
4003 Restore Board Member Per Diems	\$28,300	\$28,300	0.00	0.00
4004 Master Lease Payments for CFIS	\$52,600	\$52,600	0.00	0.00
4005 Contract Sunshine Study	\$100,000	\$0	0.00	0.00
4006 Add Communications Specialist Advanced Position	\$50,900	\$68,100	1.00	1.00
4007 Joint Study of Online Voter Registration	\$0	\$0	0.00	0.00
4008 Change State Statutes to allow DOT to Share Motor Vehicle data	\$0	\$0	0.00	0.00
4009 Decrease in Spending Authority 121	(\$77,900)	(\$77,900)	0.00	0.00
4010 Maintenance Campaign Finance Information System	\$190,100	\$224,200	0.00	0.00
4011 Decrease Spending Authority WECF	(\$642,500)	\$0	0.00	0.00
4012 Upgrade Help Desk Communication Resources	\$51,500	\$0	0.00	0.00
<b>Agency Total</b>	<b>\$6,095,100</b>	<b>\$6,958,700</b>	<b>39.75</b>	<b>39.75</b>

# Program Revenue

CODES	TITLES
511	Government Accountability Board
01	Administration of elections, ethics, and lobbying laws
20	Recount fees

## NUMERIC APPROPRIATION

Revenue and Expenditures		Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance		\$400		\$400	\$400
Program Revenue		\$0		\$0	\$0
Total Revenue		\$400		\$400	\$400
Expenditures		\$0		\$0	\$0
Total Expenditures		\$0		\$0	\$0
Closing Balance		\$400		\$400	\$400



# Program Revenue

CODES	TITLES
511	Government Accountability Board
01	Administration of elections, ethics, and lobbying laws
21	Materials and services

## NUMERIC APPROPRIATION

Revenue and Expenditures	Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance	\$138,300	\$88,500	\$55,500	\$28,500
Program Revenue	\$58,100	\$6,000	\$3,000	\$3,200
Total Revenue	\$196,400	\$94,500	\$58,500	\$31,700
Expenditures	\$107,900	\$39,000	\$0	\$0
2000 Adjusted Base Funding Level	\$0	\$0	\$107,900	\$107,900
4009 Decrease in Spending Authority 121	\$0	\$0	(\$77,900)	(\$77,900)
Total Expenditures	\$107,900	\$39,000	\$30,000	\$30,000
Closing Balance	\$88,500	\$55,500	\$28,500	\$1,700

# Program Revenue

CODES	TITLES
511	Government Accountability Board
01	Administration of elections, ethics, and lobbying laws
22	Elections administration; program revenue

## NUMERIC APPROPRIATION

Revenue and Expenditures	Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance	\$119,200	\$93,600	\$76,800	\$44,800
Program Revenue	\$50,700	\$52,000	\$49,500	\$51,000
<b>Total Revenue</b>	<b>\$169,900</b>	<b>\$145,600</b>	<b>\$126,300</b>	<b>\$95,800</b>
Expenditures	\$76,300	\$68,800	\$0	\$0
2000 Adjusted Base Funding Level	\$0	\$0	\$35,200	\$35,200
4006 Add Communications Specialist Advanced Position	\$0	\$0	\$12,700	\$17,000
Act 28 Cash Lapse	\$0	\$0	\$33,600	\$33,600
<b>Total Expenditures</b>	<b>\$76,300</b>	<b>\$68,800</b>	<b>\$81,500</b>	<b>\$85,800</b>
<u>Closing Balance</u>	<u>\$93,600</u>	<u>\$76,800</u>	<u>\$44,800</u>	<u>\$10,000</u>

# Program Revenue

CODES	TITLES
511	Government Accountability Board
01	Administration of elections, ethics, and lobbying laws
23	Lobbying administration; program revenue

DEPARTMENT

PROGRAM

SUBPROGRAM

NUMERIC APPROPRIATION

Revenue and Expenditures		Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance		\$577,500	\$348,300	\$678,800	\$219,700
Lobbying Fees Collected under Sec. 13.75		\$82,600	\$814,000	\$86,000	\$814,000
<b>Total Revenue</b>		<b>\$660,100</b>	<b>\$1,162,300</b>	<b>\$764,800</b>	<b>\$1,033,700</b>
<b>Expenditures</b>		<b>\$311,800</b>	<b>\$483,500</b>	<b>\$0</b>	<b>\$0</b>
Compensation Reserve		\$0	\$0	\$5,300	\$10,700
Health Insurance Reserves		\$0	\$0	\$3,500	\$6,900
27th Pay Period Reserve		\$0	\$0	\$10,100	\$0
Space Rent Reserve (3% inflat)		\$0	\$0	\$1,200	\$600
2000 Adjusted Base Funding Level		\$0	\$0	\$381,100	\$381,100
3003 Full Funding of Continuing Position Salaries and Fringe Benefits		\$0	\$0	\$8,400	\$8,400
3010 Full Funding of Lease and Directed Moves Costs		\$0	\$0	\$1,600	\$1,600
4002 Increase Lobby PR Spending Authority 123		\$0	\$0	\$121,200	\$121,200
4006 Add Communications Specialist Advanced Position		\$0	\$0	\$12,700	\$17,000
<b>Total Expenditures</b>		<b>\$311,800</b>	<b>\$483,500</b>	<b>\$545,100</b>	<b>\$547,500</b>
<b>Closing Balance</b>		<b>\$348,300</b>	<b>\$678,800</b>	<b>\$219,700</b>	<b>\$486,200</b>

# Program Revenue

CODES	TITLES
511	Government Accountability Board
01	Administration of elections, ethics, and lobbying laws
25	Gifts and grants

## NUMERIC APPROPRIATION

Revenue and Expenditures	Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance	\$17,500	\$17,500	\$17,500	\$17,500
Total Revenue	\$17,500	\$17,500	\$17,500	\$17,500
Expenditures	\$0	\$0	\$0	\$0
Total Expenditures	\$0	\$0	\$0	\$0
<u>Closing Balance</u>	\$17,500	\$17,500	\$17,500	\$17,500

# Segregated Funds Revenue and Balances Statement

DEPARTMENT	CODES	TITLES
NUMERIC APPROPRIATION	511	Government Accountability Board
PROGRAM	60	Wisconsin election campaign fund
SUBPROGRAM	01	Administration of elections, ethics, and lobbying laws
WISMART FUND		
		WISCONSIN ELECTION CAMPAIGN

Revenue and Expenditures	Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance	\$1,236,200	\$1,239,300	\$1,008,700	\$1,062,000
Taxpayer Checkoff	\$0	\$166,300	\$150,000	\$145,000
Interest Earned	\$3,100	\$3,100	\$3,300	\$2,800
Returns	\$0	\$0	\$0	\$0
Total Revenue	\$1,239,300	\$1,408,700	\$1,162,000	\$1,209,800
Expenditures	\$0	\$400,000	\$0	\$0
2000 Adjusted Base Funding Level	\$0	\$0	\$742,500	\$742,500
4011 Decrease Spending Authority WECF	\$0	\$0	(\$642,500)	\$0
Total Expenditures	\$0	\$400,000	\$100,000	\$742,500
Closing Balance	\$1,239,300	\$1,008,700	\$1,062,000	\$467,300

# Segregated Funds Revenue and Balances Statement

DEPARTMENT	CODES	TITLES
	511	Government Accountability Board
NUMERIC APPROPRIATION	80	Federal aid; election administration fund
PROGRAM	01	Administration of elections, ethics, and lobbying laws
SUBPROGRAM		
WISMART FUND		

Revenue and Expenditures	Prior Year Actuals	Base Year Estimate	1st Year Estimate	2nd Year Estimate
Opening Balance	\$7,915,100	\$15,971,900	\$11,751,600	\$7,978,400
Interest Earned	\$35,100	\$79,900	\$58,500	\$36,500
Carryover Interest Income/prior yrs	\$5,145,800	\$0	\$0	\$0
FY 2008 Requirements Payments	\$2,111,200	\$0	\$0	\$0
FY 2009 Requirements Payments	\$1,835,800	\$0	\$0	\$0
Federal Aid - Grants & Contracts	\$1,930,100	\$0	\$0	\$0
Sale of Voter Lists	\$0	\$51,000	\$51,000	\$51,000
<b>Total Revenue</b>	<b>\$18,973,100</b>	<b>\$16,102,800</b>	<b>\$11,861,100</b>	<b>\$8,065,900</b>
<b>Expenditures</b>	<b>\$3,001,200</b>	<b>\$4,351,200</b>	<b>\$0</b>	<b>\$0</b>
DET Charges for HAVA Related IT	\$0	\$0	\$1,000,000	\$1,000,000
Limited Term Employees	\$0	\$0	\$450,000	\$450,000
2000 Adjusted Base Funding Level	\$0	\$0	\$1,452,800	\$1,452,800
3010 Full Funding of Lease and Directed Moves	\$0	\$0	(\$2,200)	(\$2,200)

4001 Federally Funded Permanent FTEs	\$0	\$0	\$953,000	\$1,270,700
4006 Add Communications Specialist Advanced Position	\$0	\$0	\$25,500	\$34,100
Space Rent Reserve (3% Inflat)	\$0	\$0	\$3,600	\$3,600
<b>Total Expenditures</b>	<b>\$3,001,200</b>	<b>\$4,351,200</b>	<b>\$3,882,700</b>	<b>\$4,209,000</b>
<b>Closing Balance</b>	<b>\$15,971,900</b>	<b>\$11,751,600</b>	<b>\$7,978,400</b>	<b>\$3,856,900</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	2000	Adjusted Base Funding Level

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$1,086,200	\$1,086,200
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$12,400	\$12,400
05	Fringe Benefits	\$499,800	\$499,800
06	Supplies and Services	\$2,719,500	\$2,719,500
07	Permanent Property	\$6,400	\$6,400
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$742,500	\$742,500
10	Local Assistance	\$91,800	\$91,800
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$5,158,600</b>	<b>\$5,158,600</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	14.75	14.75
20	Unclassified Positions Authorized	3.00	3.00

### NARRATIVE

Adjusted Base Funding Level



# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>2000</b>	<b>Adjusted Base Funding Level</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$2,314,700	\$2,314,700	14.30	14.30
	02 Election-related cost reimbursement	\$91,800	\$91,800	0.00	0.00
	03 Investigations	\$31,100	\$31,100	0.00	0.00
	06 Election administration transfer	\$0	\$0	0.00	0.00
	21 Materials and services	\$107,900	\$107,900	0.00	0.00
	22 Elections administration; program revenue	\$35,200	\$35,200	0.00	0.00
	23 Lobbying administration; program revenue	\$381,100	\$381,100	3.45	3.45
	41 Federal aid	\$0	\$0	0.00	0.00
	60 Wisconsin election campaign fund	\$742,500	\$742,500	0.00	0.00
	61 Election administration	\$100	\$100	0.00	0.00
	70 Democracy trust fund administration	\$0	\$0	0.00	0.00
	80 Federal aid; election administration fund	\$1,452,800	\$1,452,800	0.00	0.00
	81 Federal aid; election administration fund	\$1,400	\$1,400	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$5,158,600</b>	<b>\$5,158,600</b>	<b>17.75</b>	<b>17.75</b>
	<b>Adjusted Base Funding Level SubTotal</b>	<b>\$5,158,600</b>	<b>\$5,158,600</b>	<b>17.75</b>	<b>17.75</b>
	<b>Agency Total</b>	<b>\$5,158,600</b>	<b>\$5,158,600</b>	<b>17.75</b>	<b>17.75</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	3003	Full Funding of Continuing Position Salaries and Fringe Benefits

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$20,600	\$20,600
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$39,800	\$39,800
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$60,400</b>	<b>\$60,400</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

Standard Budget Adjustment - Full Funding of Continuing Position Salaries and Fringe Benefits

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>3003</b>	<b>Full Funding of Continuing Position Salaries and Fringe Benefits</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$52,000	\$52,000	0.00	0.00
	23 Lobbying administration; program revenue	\$8,400	\$8,400	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$60,400</b>	<b>\$60,400</b>	<b>0.00</b>	<b>0.00</b>
	<b>Full Funding of Continuing Position Salaries and Fringe Benefits SubTotal</b>	<b>\$60,400</b>	<b>\$60,400</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$60,400</b>	<b>\$60,400</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	3005	Reclassifications and Semiautomatic Pay Progression

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$7,000	\$10,000
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$1,400	\$2,000
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$8,400</b>	<b>\$12,000</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

Standard Budget Adjustment - Reclassifications and Semiautomatic Pay Progression

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>3005</b>	<b>Reclassifications and Semiautomatic Pay Progression</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$8,400	\$12,000	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$8,400</b>	<b>\$12,000</b>	<b>0.00</b>	<b>0.00</b>
	<b>Reclassifications and Semiautomatic Pay Progression SubTotal</b>	<b>\$8,400</b>	<b>\$12,000</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$8,400</b>	<b>\$12,000</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	3010	Full Funding of Lease and Directed Moves Costs

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$40,500	\$40,500
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$40,500</b>	<b>\$40,500</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

Standard Budget Adjustment - Full Funding of Lease and Directed Moves Costs

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>3010</b>	<b>Full Funding of Lease and Directed Moves Costs</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$41,100	\$41,100	0.00	0.00
	23 Lobbying administration; program revenue	\$1,600	\$1,600	0.00	0.00
	80 Federal aid; election administration fund	(\$2,200)	(\$2,200)	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$40,500</b>	<b>\$40,500</b>	<b>0.00</b>	<b>0.00</b>
	<b>Full Funding of Lease and Directed Moves Costs SubTotal</b>	<b>\$40,500</b>	<b>\$40,500</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$40,500</b>	<b>\$40,500</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4001	Federally Funded Permanent FTEs

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$643,300	\$857,700
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$309,700	\$413,000
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$953,000</b>	<b>\$1,270,700</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	21.00	21.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests \$953,000 SEGF in FY-12 and \$1,270,700 SEGF in FY-13 to fund salaries for 21 permanent FTE for elections administration activities.

See attached issue paper for more detail.



## DIN 4001 ISSUE PAPER

### Convert Federal Project Positions to Permanent Status

#### Request Justification

##### Request

That 21 temporary (project) Federally-funded positions be converted to permanent status.

That consideration be given to a tiered, phased or graduated plan for funding these Federally-funded positions with GPR beginning with the 2013-2015 biennial budget.

##### Issue

Should the Government Accountability Board continue to administer Wisconsin's elections with temporary staff?

##### The Problem

The Government Accountability Board's Elections Division is staffed by mostly temporary (project) employees. The use of temporary employees is a product of implementing state and federal mandates enacted into law following the 2000 election. New statutory requirements have increased the workload of the division as it moves forward to administer Wisconsin elections. This is also a challenge for retaining knowledgeable, skilled and experienced employees who would provide stability and continuity to the business of the agency if their positions were permanent rather than temporary.

The Government Accountability Board (Board) is charged by the Wisconsin Legislature to administer the following State statutes:

Chapter 5	Elections (General)
Chapter 6	Electors (Voters)
Chapter 7	Election Officials
Chapter 8	Nominations, Primaries, Elections
Chapter 9	Post-election (Recount, Recall)
Chapter 10	Election Dates and Notices
Chapter 11	Campaign Financing
Chapter 12	Prohibited Election Practices
Chapter 13	Lobbying (Subchapter III)
Chapter 19	Ethics (Subchapter III)

The Board administers elections statewide but officials at the local level (72 county clerks and 1,851 municipal clerks and their deputies, and thousands of elections officials, including poll workers), conduct elections in over 2,700 polling sites, and report elections returns for 3,600 reporting units or wards.

In addition to complying with the Federal Help America Vote Act (HAVA) of 2002, local officials also have to adhere with an array of HAVA companion State laws codified in 2003 Wisconsin Act 265 (published April 29, 2004); 2005 Wisconsin Act 92 (published January 19, 2006); 2005 Wisconsin Act 333 (published April 28, 2006); and, 2005 Wisconsin Act 451 (published June 9, 2006).

As Federal and State laws governing elections administration continue to grow in number and complexity, Wisconsin's Local Election Officials have come to rely on Board staff to provide election administration education, training and technical support that range from assisting with interpreting and applying election laws, to onsite individual and classroom training, to the technical aspects of how to access the Statewide Voter Registration System (SVRS) to print poll lists and other management information reports, election results and voter participation data.

As Federal and State laws governing elections administration continue to grow in number and complexity, the financial burden on local election officials grows proportionally. Wisconsin's Local Election Officials do not have the financial resources to hire staff to assist them in running elections. Given our State and national financial climate, many municipalities are decreasing elections staff and are relying more on Board staff to assist with the complex as well as the most basic/core election requirements, in order to ensure the smooth and uninterrupted conduct of the electoral process.

The problem, it is a challenge to maintain uninterrupted services to the public and to our Local Election Officials and partners with mostly temporary staff.

### Historical Background

Prior to the Help America Vote Act of 2002 (HAVA)

The former Elections Board staff provided guidance to clerks on a periodic basis. The staff also performed statutory duties of administering the ballot access process for State and Federal candidates and certified election results for State and Federal offices. The Elections Board staff consisted of only 11 full time permanent employees of which 3 staff were dedicated to elections administration.

Training was provided for county and municipal clerks and poll workers on the topics of election administration and Election Day procedures only when other office responsibilities allowed. At that time, there was only a general requirement for instructing county and municipal clerks to ensure uniform administration of elections.

Also, there was no statewide voter registration. Only about 300 out of 1,851 municipalities had voter registration. Municipalities with a population of under 5,000 were not required to have voter registration in order for an elector to vote. The State Elections Board had no uniform system of guidance for voter registration procedures, primarily because voter registration did not affect most municipal clerks.

With just 11 employees and a budget of approximately \$1.5 million dollars, and with limited capacity to provide outreach and election-assistance to Local Election Officials, it was a very different election environment in Wisconsin prior to 2003, pre-HAVA. Equally important, because Local Election Officials were aware of the limited capacity of the State Elections Board staff to provide assistance, there was no expectation for support in administering the variety of services now mandated by HAVA and companion State laws.

### Current Background

Post HAVA to the present

Since 2004, the former State Election Board and now the Government Accountability Board since January 2008, has received Federal funds under the Help America Vote Act of 2002 (HAVA) for:

- The development of a Comprehensive State Election Administration Plan;
- The purchase and deployment of voting equipment that meets the standards established by HAVA;
- Increasing access to the voting process by people with disabilities;
- The implementation of a comprehensive program for voter education; and,
- Training for all election officials including county and municipal clerks and chief inspectors.

HAVA also required Wisconsin to implement, in a uniform and nondiscriminatory manner, a single, uniform, official, centralized, interactive computerized statewide voter registration system defined, maintained and administered by the State. The Statewide Voter Registration System (SVRS) contains

the name, registration information and voting history of every legally registered voter in the State.

Since January 1, 2006 by State and Federal law, voter registration is required in all 1,851 municipalities in Wisconsin. Since September 2006, SVRS has been the sole source of Wisconsin voter information with records maintained in a single database under the control of the G.A.B. All poll books and supplemental voter lists for every election are produced using the SVRS system. Offices and candidates up for election are tracked in SVRS on all levels of government.

SVRS also provides a Voter Public Access website functionality that allows voters to check the status of their registration and find information such as their current elected officials and candidates on the ballot for the next election. In addition, HAVA requires that the system match voter records with information at the Wisconsin Department of Transportation and Federal Social Security Administration to verify data accuracy, and to match voter records with felon information from the Department of Corrections and with death records from the Department of Health Services. This functionality became available in SVRS on August 5, 2008. HAVA requires the State's Chief Election Official to provide administrative and technical support as may be required so that local election officials are able to electronically enter voter registration information into SVRS and perform voter record maintenance as required by law.

HAVA requires the purchase and deployment of voting equipment that meets specific performance standards and to increase access to the voting process by people with disabilities. By state law, the Government Accountability Board must approve voting equipment to be used in Wisconsin based on state and federal standards. Equipment is in-house tested by staff and the Wisconsin Election Advisory Council (comprised of county and municipal clerks and voter advocates) before staff makes recommendations for approval by the Board.

The Board distributed Federal funds to municipalities to purchase approved voting systems before the 2006 September Partisan Primary to comply with HAVA. Extensive tracking and verification is required to assure that the funds are spent correctly and that all municipalities are compliant. In addition, great effort was made by staff to observe polling places for handicap accessibility. Many hours were spent revising the accessibility survey and gaining consensus from advocates to accessibility. The Board is required to audit the performance of voting equipment and compliance with disability access provisions.

Another HAVA mandate for ensuring continued uniform, fair and transparent elections is to provide for trained election officials. Board staff has provided hundreds of hours of training for 1,851 municipal clerks and over 10,000 chief inspectors, who by state law must obtain certification from the State before they can administer elections. The staff takes advantage of conferences and meetings of county and municipal clerks as well as Wisconsin League of Municipalities and Wisconsin Towns Association conventions to provide training opportunities. In addition, supporting local election officials in the use of SVRS requires Board staff taking a portable computer training environment around Wisconsin so that clerks can receive regular and intensive hands-on training experience in SVRS functionalities.

This hard work has not gone unnoticed by the voting public. Dr. Barry C. Burden, a professor of political science at the University of Wisconsin, Madison, in his report drawn on data for a post-November 2008 Election wave of the Big Ten Battleground Poll reported that the overall experience for Wisconsin voters was "extremely positive." "Not only did Wisconsin have one of highest turnout levels in the country, but its residents were almost always able to vote quickly and without incident. We attribute this to the fine performance of Wisconsin election officials supported by the staff at the Government Accountability Board."

#### Local Election Officials' Reliance on Board's Election Administration Staff for Election Support and Services

As previously mentioned, prior to the Help America Vote Act of 2002, with only 11 employees, a budget of approximately \$1.5 million dollars, and limited capacity, there was no expectation by Local Election Officials for the former State Elections Board to provide the level, scope and variety of election-support services now mandated by HAVA and companion State laws. The augmented level and scope of election-support services provided to Wisconsin's 1,923 county and municipal clerks and their staffs by the Board's elections staff have been relied on by Local Election Officials since December 2003.

In order to better understand why clerks' reliance on Board elections staff is so pervasive, it is important to understand some basic information about our clerks. As part of a 2009 independent study of the Board's election data collection program supported with a competitively-awarded grant made to the Board by the U. S. Election Assistance Commission, the University of Wisconsin, Department of Political Science professors surveyed Wisconsin's 1,923 county and municipal clerks on a variety of topics. 1,388 surveys were completed – a response rate of 72%!

86% are female

53 is the average age

1998 (between 1953 and 2009), was the average year that most clerks began service as a clerk

60% are elected, and 40% are appointed

62% are Part-time, and 38% are full time

30% serve a dual role of clerk and treasurer

54% have at least one other job in addition to clerk

1% have some high school education

27% are high school graduates or equivalent

29% have completed some college coursework

18% have an Associate degree

17% have a Bachelor degree

4% have some graduate school, but no degree

5% have Master degrees

0% JD, Ph.D., or other advanced degree

44% make less than \$10,000; 20% make between \$10-\$30,000; and, 15% make between \$30-\$50,000

Of the 1,388 respondents, the average number of Presidential Elections these clerks had administered was 3.1

86% said they received training specifically designed to perform their clerk duties

30% rated the training as Excellent; 54% rated it Good; and, 15% rated the training as adequate

The statistics about training and how clerks rated the training they received is most important. The high number (86%) who said they received training specifically designed to perform their clerk duties demonstrates the degree that clerks rely on the Board's elections staff for election support.

There are a few other facts that demonstrate the heavy reliance of our 1,923 Local Election Officials and their staff on the Board's election team for conducting open, fair, transparent and problem free elections.

First, we estimate the annual turnover in clerks to range between 20-25% annually. This means there is an ongoing need to educate, train and provide technical support to new clerks.

Second, none of our 1,923 Local Election Officials and their staffs' time is devoted exclusively to elections; all have an array of other duties in addition to elections responsibilities that range from issuing bicycle licenses to marriage licenses. Even though there are only six scheduled elections conducted during a two-year cycle, according to the 1,388 clerks who responded to the aforementioned 2009 survey conducted by the University of Wisconsin, Department of Political Science, an average of 28% of their time is spent on election administration activities.

Third, since there are only six scheduled elections conducted during a two-year cycle, and given the array of laws, rules and regulations and considering the complexity of the functionalities of the Statewide Voter Registration System (SVRS), SVRS is used to manage elections business practices throughout the State not only by the new clerks joining the election ranks that require hands-on and intensive education, training and technical support, the most seasoned Local Election Officials and their staff require refreshers as well.

It is important to note that with the exception of a limited amount of HAVA funds that were passed-through to Local Election Officials for the procurement of voting systems, and for improving polling place accessibility for disabled voters, no other elections Federal funds have been given to local governmental units to build up their respective election capacity or expertise. Instead, for increased efficiency and cost-effectiveness, the Government Accountability Board created and developed core competencies with a 35 member core staff team so that election-support services can be provided to municipalities on a fair and equitable basis.

The Elections Core Support Team model has many obvious advantages and has been successfully implemented and administered since first employed in late 2003. This team-approach to providing services to Local Election Officials and the public however, has a single major flaw. Members of the team are primarily temporary or project employees. This status affects retention, longevity and it creates disparities and inequities among permanent staff that perform the same tasks as the project employees, but without being accorded the same rights and benefits.

#### Core Number of Staff Needed to Provide Timely Election-Support Education, Training and Technical Support to Local Election Officials

To illustrate the environment in which our core SVRS staff members have to operate, there are 114,141 miles of roads in Wisconsin. It takes about 7 hours to drive from the most southern part of the state to its northern peak, and about 5 hours to go from across the state from the far west border to the far east border. Wisconsin's population is sparsely scattered over 56,145 square miles. Servicing the public and our Local Election Officials with a minimum core staff is a huge and daunting challenge.

In order to maintain compliance with HAVA and State election statutes, and in order to maintain an acceptable minimum level of quality, timely and hands-on elections education, training and technical support that our Local Election Officials and their staff, our 3.4 million voters and the public at large, what is required is a adequate staffing level of knowledgeable, skilled and experienced staffers for this purpose.

Based on experience since 2003 and as that experience and the implementation of HAVA has progressed, and as companion State laws were put into effect, a core staff of 26 was identified and has been supported with Federal funds received under HAVA in addition to the 4 permanent positions. That core number of 26 Federally-funded positions has now increased to 31. In 2008, the Board was the recipient of a nationally awarded competitive grant from the U. S. Election Assistance Commission. The purpose of the \$2 million grant was to improve the Board's capability to collect full, timely and complete election results, and voter participation data at the precinct level.

This grant supported five project positions and provided capacity to conduct research and studies. The grant significantly improved the Board's ability to gather and analyze elections statistics for policy and program development, and these five positions provided expanded research-based election data management information services to the Board, Legislature, public, media and to Local Election Officials. These new services have been incorporated into the Board's regular core business practices and have become an ongoing and permanent part of the Board's portfolio of election administration support functions and services.

Duties and responsibilities being performed by the five project positions as supported by the special Federal grant are now considered to be a necessary and an integral part of the Board's core cadre of staff that is needed to provide a basic level of elections-supported statewide services.

Considering the Board's statewide mission and the fact that the Board does not have satellite or regional offices, the 31 Federally-funded project positions and 4 GPR permanent positions is a small number of staffers that will provide the kind of ongoing, close and intense statewide election support to 5.6 million public residents that includes 3.4 million eligible voters, 1,923 Local Election Officials and their staff, thousands of elected officials, including members of the Wisconsin State Legislature.

Providing services to our 1,923 clerks by a core staff of 31 is the minimum number of staff to ensure

timely and effective election-support to our customers and partners. Staff includes:

- Team members who ensure elections administration compliance
- Team members who educate, train and provide technical support
- Team members who handle thousands of election related requests
- Team members who travel up to 70% of the time assisting customers
- Team members who maintain a highly complex computer source code and database that maintains over 4 million voter records, and over 3.4 million eligible voters.

In addition, the use and care of voting systems, developing, monitoring and enforcement of Administrative Rules governing complete and accurate ballot counting, and ballot security, are examples of all basic aspects of the full and comprehensive array of services and support that our core staff provide.

Further, these core staff persons will also ensure compliance with goals and initiatives delineated in the Board-adopted (August 2009), and Legislatively-approved Wisconsin 2009-2014 Election Administration Plan (October 2009). This Plan was also approved by the U.S. Election Commission in December 2009.

The planned core staffing level consists of 4 permanent GPR funded positions, including the Elections Division Administrator, and 31 federal-funded-project positions. Given the difficulties of recruitment and retention, not all project positions are filled at a given time. For example currently, there are 21 filled project positions and 10 LTEs.

Our request for the current biennium is to convert the project positions that are currently filled to permanent positions funded with federal money received under HAVA. The remaining project positions will be evaluated in light of workload demands and budget constraints.

### Discussion

An agency with responsibility of overseeing the State's electoral process and ensuring voter integrity should not have to rely on temporary employees for this state-critical mission and function.

Election Administration is a complex area that requires a dedicated staff who are knowledgeable, proficient and technically skilled in Federal (HAVA) and State election laws; both basic and complex computer software applications, computer systems; and, who are knowledgeable about Wisconsin statutes and administrative rules relating to the legal administration and conduct of elections.

Significant funds and time go into developing seasoned Election Specialists. Each election has its own unique characteristics in terms of the scope and level of the intensity, demands, expectations and meeting needs of both our customers, the public, and our partners, Local Election Officials,. For new staff to experience the full-range of the election process, one must participate in both a Gubernatorial and a Presidential election process – four-year cycle.

It is difficult to retain the best and brightest when employees are project status and serve in temporary (project) positions. Also, the fact that these temporary employees perform the same on-going, regular and reoccurring tasks as their permanent colleagues, results in an unintended consequence where the permanent employees are treated differently in terms of compensation, rights and benefits.

Responding to the high turnover caused by departing temporary employees is also time-consuming and necessitates an inordinate amount of time being spent on recruitment and selection activities. The Board believes converting Federally-funded temporary (project) positions to permanent status is in the best interest of the public in terms of stability and retention of exceptional employees; converting Federally-funded positions into permanent status is in the best interest of the State creating less interruptions to the elections-supported services the Board's elections staff provides; and, converting Federally-funded temporary (project) positions to permanent status is in the best interest of our Local Election Officials, our clerk partners.

The agency currently has 31 authorized federal-funded project positions. Project positions can be

authorized for appointments of up to 4 years. Twenty one of those positions are filled with current employees. The remaining positions are being evaluated to determine the best fit for the evolving administrative structure of the agency and the Elections Division in particular as the agency moves from completing HAVA implementation to maintaining the program responsibilities mandated by federal and state requirements since the 2000 election. All of the authorized project positions expire in the current biennium.

In addition to the temporary project positions, the Elections Division has 4 permanent GPR funded staff including the Division Administrator. In order to meet current administrative responsibilities the agency also has 10 federal-funded limited term employees (LTEs) on the payroll. The number of LTE and project staff has fluctuated over the past budget cycles in response to the administrative needs dictated by the stage of HAVA implementation in any given year.

The current project positions can be reauthorized by the Department of Administration subject to certain requirements to justify the position workload and the funding source. We estimate we have sufficient federal funding to carry all 31 positions for 3 years beyond June 30, 2011. This may change if additional program demands develop in the current and next budget cycle that require the expenditure of additional HAVA funds.

However, it is clear the agency cannot continue to operate with a mix of temporary and permanent employees to carry out its core election administration responsibilities. This is particularly true when the number of temporary employees far exceeds the currently authorized permanent employees.

When the Help America Vote Act of 2002 (HAVA) was enacted into law, it was clear the state would eventually have to pick up the on going costs to operate and maintain the Statewide Voter Registration System (SVRS) and the other election administration responsibilities created by several additional state law changes along with state HAVA conforming requirements. 2003 Wisconsin Act 265, 2003 Wisconsin Act 266, 2005 Wisconsin Act 92, 2005 Wisconsin Act 333, 2005 Wisconsin Act 451 and 2007 Wisconsin Act 1 – which created the Government Accountability Board. Most of those costs are personnel.

The plan was to begin transitioning federal-funded staff and related support costs (fringe, office space, work station, training and travel) to state-funded positions beginning with the last budget (2009-2011). However, given the significant budget problems faced by the state during the development of that budget, it was problematic to request a significant increase in GPR funding, particularly when the agency still had sufficient federal funds and project position authority to carry the positions in the 2009-2011 biennium.

The state budget situation is no better in the coming biennium. However, we can fund the permanent positions with federal money this budget cycle while establishing the base staffing level needed to maintain our current operations.

Now that we can see the end of our HAVA funding, we need to begin converting the temporary positions approved for implementing the HAVA mandates to permanent positions designed to maintain the core functions of the agency related to election administration. In addition to needing these 21 positions to carry out the program responsibilities of the agency, it is a matter of fairness to the employees. Project employees do not have the same rights as permanent employees with respect to tenure and transfer opportunities. The agency has cultivated a talented, dedicated core group of employees who are serving local election officials, candidates and voters with exemplary service.

The cost for converting the positions is \$953,000 in salaries and fringe benefits in FY12 and \$1,270,700 in FY13. This is the same amount that would be expended on these positions if they remain project positions and are not converted to permanent positions.

A description of the positions to be converted and a brief summary of their duties are set out below.

If this request is not approved we have at least started the dialogue for what staffing resources are needed to administer elections in the state. Unfortunately, we will not be able to offer much in the way of

federal funding to support these activities in the next budget cycle.

Funding. The Board has sufficient Federal funding to support 31 positions through the 2011-2013 biennial budget period. As such no GPR is requested and will not be requested until the commencement of the 2013-2015 biennial budget cycle.

Approve an impact study that will include a tiered, phased or graduated plan for absorbing these 31 Federally-funded positions with GPR. The agency requests approval to conduct an impact study on the State absorbing 31 positions with GPR. Commencing with the second year of the 2011-2013 biennial budget year, G.A.B. will submit to the Legislature's Joint Committee on Finance, a tiered, phased or graduated plan for absorbing these positions with GPR beginning the first year of the next biennial budget.

#### Description of the 21 Positions to be Converted

### **(3) Office Operations Associates**

These positions provide the basic operational support for the Elections Division that is essential to maintaining program services. These positions provide clerical and financial support to ensure the smooth functioning of training and other support operations for local election officials. This includes data entry and proofing of SVRS and election results data; supporting training operations through scheduling participants, securing locations and making travel arrangements; processing payroll, travel and purchasing documents related to Division activities and assisting in the compilation and review of voting equipment and disability audit results. There are no GPR funded clerical support staff assigned to the Elections Division.

### **(8) Election Specialists**

These are the core program and local election official support positions in the Division. Each position is tasked with having a high level working knowledge of the legal and administrative requirements to conduct elections and voter registration. These are the primary intermediaries with local election officials as well as the individuals charged with carrying out the essential election program responsibilities of the agency including ballot access, voter registration, and certification of election results. Some of the positions have specialized areas of concentration. Two positions are specifically tasked with voting equipment testing and qualification; one is focused on developing and disseminating voter information; one is tasked with ensuring military and overseas citizens can fully participate in the electoral process and one works to ensure voters with disabilities are able to fully participate in the electoral process. In addition to these eight positions, there are two GPR positions at this level.

### **(4) Trainers**

These positions are responsible for developing the training materials for both in-person training and electronic platform based training for local election officials. State law requires poll workers, chief inspectors and municipal clerks to meet certain training requirements in order to conduct elections. The Elections Division is responsible for providing that training. In addition users of the SVRS application and other on-line election applications (election data collection, polling place accessibility and election canvassing) require regular training programs for local election officials. There are no GPR funded training staff assigned to the Elections Division.

### **(1) Program and Policy Analyst**

This position is responsible for ensuring compliance with federal and state election administration data collection requirements. The agency maintains an on line data collection data base to capture information required by state and federal law related to voter participation, absentee voting, military and overseas voting. The position is also responsible for developing special reports from SVRS for customers and election law enforcement. There is no GPR funded program and policy staff assigned to the Elections Division.



## **(2) Information Technology Specialists**

The core of the agency election administration operations is the SVRS application. These two positions are responsible for designing ongoing enhancements, testing new software versions and directing the development of software changes done by contract programmers. There are no GPR funded information technology staff assigned to the Elections Division.

## **(2) Information Technology Support**

These two positions provide Help Desk support for agency customers. They manage security and password access to the SVRS, on-line training and other on-line applications for canvassing and data collection. They are also responsible for troubleshooting SVRS application problems encountered by SVRS users. There are no GPR funded information technology support staff assigned to the Elections Division.

## **(1) Grants Management Specialist**

This position provides accounting services and manages the federal fiscal compliance requirements for the Division. There is no GPR funded accounting or grant management staff assigned to the Elections Division.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4001</b>	<b>Federally Funded Permanent FTEs</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	80 Federal aid; election administration fund	\$953,000	\$1,270,700	21.00	21.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$953,000</b>	<b>\$1,270,700</b>	<b>21.00</b>	<b>21.00</b>
	<b>Federally Funded Permanent FTEs SubTotal</b>	<b>\$953,000</b>	<b>\$1,270,700</b>	<b>21.00</b>	<b>21.00</b>
	<b>Agency Total</b>	<b>\$953,000</b>	<b>\$1,270,700</b>	<b>21.00</b>	<b>21.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4002	Increase Lobby PR Spending Authority 123

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$121,200	\$121,200
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$121,200</b>	<b>\$121,200</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests an increase in spending authority of \$121,200 PR in FY-12 and \$121,200 PR in FY-13 for DET to host, maintain and support the Board's new web-based Lobbying Application.

DET will provide an application server and a database server for the Eye on Lobbying program, as well as a premium level of support for the servers and software. In addition we will retain a half time application developer for the first two years of the new application.

## Background

In 2009 Wis Act 28, the 2009-11 biennial budget, the legislature provided funding to upgrade the Board's lobbying database and website by increasing lobbying license fees beginning January 1, 2011 and ending December 31, 2014. The legislature also created s.13.685 (8), *Wisconsin Statutes*, which provides:

**13.685 (8)** The Board shall not enter into any contract for the purpose of upgrading the board's lobbying database and Internet site unless the board first submits the proposed contract to the cochairpersons of the joint committee on finance for review of the committee. If the cochairpersons of the committee do not notify the board that the committee has scheduled a meeting for the purpose of reviewing the proposed contract within 14 working days after the date of the board's submittal, the board may enter into the contract as proposed. If, within 14 working days after the date of the board's submittal, the cochairpersons of the committee notify the board that the committee has scheduled a meeting for the purpose of reviewing the proposed contract, the board shall not enter into the contract unless the committee approves the proposed contract or modifies and approves the proposed contract. If the committee modifies and approves the proposed contract, the board may enter into the contract only as modified by the committee.

On February 16, 2010 the Government Accountability Board submitted a request to the Joint Committee on Finance asking for approval to enter into a Statement of Work with the Division of Enterprise Technology in the Department of Administration to undertake the work of redeveloping the lobbying application and website. We also requested to hire a system architect for the project through the Request for Services process.

On March 10, 2010 the Joint Committee on Finance approved the request to proceed.

## Currently

The G.A.B. is working with the Division of Enterprise Technology (DET) in DOA to build the new application. The critical phases of the new application will be complete in January 2011. All application functionality will be complete in August 2011. The G.A.B. lobbying system administers the Wisconsin lobbying program. This system will register organizations, license and authorize lobbyists to lobby for organizations, record lobbying activity, provide on-line filing of lobbying reports by lobbyists and lobbying organizations, and provide the public real-time access via the internet to Wisconsin lobbying information. The application provides G.A.B. a more efficient and effective tool to manage the registration, reporting and auditing functions of the lobbying program. The new application will also provide online registration and payment for lobbyists and lobbying organizations.

## Cost

### **Application Support**

The Government Accountability Board partnered with the Department of Administration – Division of Enterprise Technology (DET) to design and construct a new web-based lobbying application. As part of the statement of work for the project, DET recommended that the application receive premium support during the first two years following implementation of the new lobbying website. Premium support includes all repairs, modifications and enhancements to the application. New web-based applications frequently need these types of actions performed when the application is initially deployed. Since DET designed, built and worked with G.A.B. to implement the new lobbying system, they are best positioned to support the application in the most efficient and effective manner. The cost for DET's premium support plan is \$37,440 annually. This cost is derived from an assumption of 40 hours of IT work performed per month at a cost of \$78 per hour.

### **Hosting:**

The hosting solution for the new lobbying application has been migrated from a third party provider,

Webhost4life, to an in house Agency Managed Application Support (AMAS) model. Under this model, DET provides a physical server and supports the upgrades, software enhancements, and security for the server. The agency then manages the application(s) deployed to that server. In order to deliver the technological solution for the new web-based lobbying application, DET developers leveraged Silverlight 4.0, RIA data services, entity framework, SQL 2008 R2, 64 bit OS and .Net 4.0 framework. This new technology will improve delivery of content to the user by increased performance and much improved graphical user interface. None of these technologies are available using the current hosting provider, Webhost4life.com. As a result, DET recommends the lobbying system be hosted at the Femrite Data Center under an AMAS model. DET will manage the hosting environment; provide web statistics, backups, and server support for the lobbying application. The application will be hosted on a dedicated database and a dedicated application server to meet the system's performance requirements. The cost for these two servers is \$1,000 per month for the database server and \$600 per month for the application server.

### **Application Developer**

As lobbyists, legislators, legislative staff, the general public, and G.A.B. staff begin to use the new lobbying system, they will identify areas for additional functionality and system improvements. These improvements in the application's functionality and performance will occur more frequently in the first few years upon implementation of the new system. New legislation may come into effect that will require the system to align with new business requirements, capture and display different data, and meet a higher level of system performance. In order to make the system as efficient, effective and user-friendly as possible, a technical resource is needed. This resource will perform an analysis of how the system can align to new business requirements or user demands G.A.B. staff may identify, develop and deploy new code to enhance the system to meet new functional and performance requirements, and then test the application to ensure overall system performance meets required standards. The cost for an application developer is \$79,560 annually. This cost is derived from an assumption of 80 hours of IT work performed per month at a cost of \$78 per hour.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4002</b>	<b>Increase Lobby PR Spending Authority 123</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	23 Lobbying administration; program revenue	\$121,200	\$121,200	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$121,200</b>	<b>\$121,200</b>	<b>0.00</b>	<b>0.00</b>
	<b>Increase Lobby PR Spending Authority 123 SubTotal</b>	<b>\$121,200</b>	<b>\$121,200</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$121,200</b>	<b>\$121,200</b>	<b>0.00</b>	<b>0.00</b>

# Decision Item by Numeric

## Government Accountability Board

### Decision Item by Line

	<b>CODES</b>	<b>TITLES</b>
DEPARTMENT	511	Government Accountability Board
	<b>CODES</b>	<b>TITLES</b>
DECISION ITEM	4003	Restore Board Member Per Diems

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$28,300	\$28,300
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$28,300</b>	<b>\$28,300</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

#### NARRATIVE

The agency requests \$28,300 GPR in FY-12 and \$28,300 GPR in FY-13 to fund Board member per diems in FY-12 and FY-13.

When the Government Accountability Board was created (2007 WI Act 20) the Legislature removed the per diem funding for Board members from the agency's base budget and placed \$28,300 in a special fund under control of the Joint Legislative Committee on Finance (JCF) during the 2007-09 biennium. The agency is requesting to have the board member per diems restored to its base in the 2011-13 budget.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4003</b>	<b>Restore Board Member Per Diems</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$28,300	\$28,300	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$28,300</b>	<b>\$28,300</b>	<b>0.00</b>	<b>0.00</b>
	<b>Restore Board Member Per Diems SubTotal</b>	<b>\$28,300</b>	<b>\$28,300</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$28,300</b>	<b>\$28,300</b>	<b>0.00</b>	<b>0.00</b>



## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4004	Master Lease Payments for CFIS

Expenditure Items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$52,600	\$52,600
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$52,600</b>	<b>\$52,600</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests \$52,600 GPR in FY-12 and \$52,600 GPR in FY-13 to fund the increased master lease payment rates for the Campaign Finance Information System (CFIS).

In the 2007-2009 budget the agency's base budget included \$450,000 for the cost of building and maintaining the CFIS application. The money was to pay the project management and master lease costs for the building of the application in the first two years and the master lease payments and application maintenance costs for CFIS in subsequent years.

As part of the 2007-2009 budget legislation, 2007 Wisconsin Act 20, the Legislature moved the \$450,000 from the agency's base budget into an account under the control of the JCF. The JCF released \$437,000 in FY-8 for the project management costs associated with the development of CFIS and payments to the vendor, PCC for implementation.

In FY-9, the JCF released \$288,000 for project management payments to PCC and the initial master lease payment of \$110,800. Because the \$450,000 had been moved from the agency base by 2007 Wisconsin Act 20, the amount placed in the agency base for the 2009-2011 budget was equal to the initial master lease payment. However, subsequent master lease payments in the schedule will total approximately \$163,400, in FY-12 and \$163,400 in FY-13 leaving the agency short by \$52,600 annually to make the master lease payment.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4004</b>				
	<b>Master Lease Payments for CFIS</b>				
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$52,600	\$52,600	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$52,600</b>	<b>\$52,600</b>	<b>0.00</b>	<b>0.00</b>
	<b>Master Lease Payments for CFIS SubTotal</b>	<b>\$52,600</b>	<b>\$52,600</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$52,600</b>	<b>\$52,600</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4005	Contract Sunshine Study

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$100,000	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$100,000</b>	<b>\$0</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests \$100,000 GPR in FY-12 to contract for a study to evaluate the Contract Sunshine application and develop recommendations for addressing user concerns, ensuring agency compliance and reconciling the current law with stated legislative objectives for increased transparency in government spending and procurement.

The goals of the study would be to document current application processes and make recommendations for process improvements; study procurement and purchasing systems used by state agencies and

determine what an entirely new system would need to be efficient and cost-effective; complete a cost benefit analysis to determine whether the current system provides the best service compared to the costs entailed; evaluate methods to monitor and audit agency compliance, evaluate current law in light of stated legislative objectives for increased transparency in government spending and procurement and make a recommendation on the best course of action for future Contract Sunshine development, with estimates of costs for future development.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4005</b>	<b>Contract Sunshine Study</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$100,000	\$0	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$100,000</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Contract Sunshine Study SubTotal</b>	<b>\$100,000</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$100,000</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4006	Add Communications Specialist Advanced Position

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$34,400	\$46,000
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$16,500	\$22,100
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$50,900</b>	<b>\$68,100</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	1.00	1.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests 1 FTE Communications Specialist Advanced. This position serves as the agency webmaster and public information officer. The position supports core administrative functions of the agency in communicating with key constituent groups and ensuring our digital communications primarily in the form of the website are current and effective.

This action will convert an existing federal project position to a permanent position. The position will be funded 50% with federal funds and 50% with program revenue funds.

The agency webmaster and public information officer position is a project position funded with a mixture of federal funds and program revenue. Because this position provides services for the Ethics and Accountability Division as well as election administration, it is not appropriate for the position to be fully funded with federal money. The agency has enough program revenue from its lobby fees and campaign finance filing fees to fund 50% of the position. The position supports core administrative functions of the agency in communicating with key constituent groups and ensuring our digital communications primarily in the form of the website are current and effective.

This action does not add a position, it merely converts its status from temporary to permanent using existing funds. The conversion will draw \$25,500 in federal funds in FY-12 and \$34,100 in federal funds in FY-13. The same amount of program revenue spending will be allocated from existing funds.



# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4006</b>				
	<b>Add Communications Specialist Advanced Position</b>				
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	22 Elections administration; program revenue	\$12,700	\$17,000	0.25	0.25
	23 Lobbying administration; program revenue	\$12,700	\$17,000	0.25	0.25
	80 Federal aid; election administration fund	\$25,500	\$34,100	0.50	0.50
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$50,900</b>	<b>\$68,100</b>	<b>1.00</b>	<b>1.00</b>
	<b>Add Communications Specialist Advanced Position SubTotal</b>	<b>\$50,900</b>	<b>\$68,100</b>	<b>1.00</b>	<b>1.00</b>
	<b>Agency Total</b>	<b>\$50,900</b>	<b>\$68,100</b>	<b>1.00</b>	<b>1.00</b>

## Decision Item by Line

	<b>CODES</b>	<b>TITLES</b>
DEPARTMENT	511	Government Accountability Board
	<b>CODES</b>	<b>TITLES</b>
DECISION ITEM	4007	Joint Study of Online Voter Registration

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$0</b>	<b>\$0</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests that the Budget legislation direct the Government Accountability Board (G.A.B.) to conduct a study on the development and implementation of an online voter registration proposal with the Wisconsin Department of Transportation.

See attached issue paper for more detail.

## DIN 4007 ISSUE PAPER

### Joint Study of Online Voter Registration

The agency requests that the Budget legislation direct the Government Accountability Board (G.A.B.) to conduct a study on the development and implementation of an online voter registration proposal with the Wisconsin Department of Transportation.

(An Initiative to Facilitate Convenient Efficient Voter Registration and Improve the Quality of Voter Registration Data)

#### Online Voter Registration Issue

Should the Government Accountability Board (G.A.B.) be enabled to study the development and implementation of an online voter registration program in collaboration with the Wisconsin Department of Transportation?

#### The Problem

G.A.B. staff has been actively researching online voter registration since July 2009. In the states that have implemented online voter registration, election officials have praised its popularity with voters and the cost savings to the state and local government. There is also pending federal legislation to mandate on-line voter registration. HR 1719. According to a 2009 U. S. Election Assistance Commission report, states received more than 60 million voter registration forms between 2006 and 2008, most of which were on paper[1]. There are many problems involved with paper-based voter registration forms, including:

Handwritten Voter Registration Forms, particularly forms submitted by third party voter registration groups, are frequently missing required information, which forces clerks to follow-up with voters to get complete data before they can register the voters. Online voter registration would be designed to require entry of all information, and provide a "hard stop" if voters skip required fields. Additionally, online voter registration would likely decrease reliance on third party voter registration groups resulting in a significant reduction in fraudulent voter registration forms. Currently local election officials spend hours weeding out improperly prepared voter registration forms.

Handwriting can be difficult to read. Having voters type-in their own information online increases the accuracy and quality of the data being entered into the Statewide Voter Registration System.

During election periods, many local clerks need to hire temporary workers to data enter the large volume of voter registration forms that come in at the last minute before the close of voter registration. Allowing individual voters to "do their own data entry" directly saves municipalities' time, resources and money.

Election Day Registration is still perceived by many voters as the most convenient way to register or update a voter's registration. This creates long lines at the polling place, as well as large volumes of work for clerks after the election. Online voter registration can be filled-out before Election Day in the comfort of one's home. This added convenience is likely to help reduce the number of Election Day Registrants (EDR's).

Wisconsin Statutes do not currently allow for on-line voter registration. An on-line voter registration bill, 2009 AB 892/2009 SB 645, was drafted in consultation with agency staff and introduced in the previous legislative session. The legislation was subsequently rolled into the Wisconsin Voter Protection Act. 2009 AB 895/2009 SB 640, but ultimately that bill was not taken-up.

As a service to Wisconsin's residents, our clerks and voters, G.A.B. will continue to work with the Department of Transportation to develop joint recommendations for implementation of true online voter registration, including proposed statutory changes. This would allow a voter to fully register, start to finish, online without the need to mail in a hard-copy form and signature. An online registration program will improve the voting process in Wisconsin by increasing voter registration and improving the quality of the statewide voter registration list.

## What is Needed

Wisconsin voters and clerks need an efficient, accurate, convenient, and cost-effective voter registration system. An efficient and effective and more accurate voter registration system helps protect against voter fraud. Online voter registration is efficient and effective and more accurate than current paper based registration forms. Wisconsin voters need an online registration system that simplifies the voter registration process and makes voter registration more accessible to the voters.

## Background Discussion

Currently, Wisconsin statutes provide for registration by mail. Wis. Stat. §6.30(4). Any eligible voter may register by mail on a form prescribed by the Board. When the clerk receives a voter registration application by mail, the clerk reviews the form for completeness. If the form is sufficient to accomplish registration, the clerk data enters the elector's information into SVRS and does a HAVA Check. A postcard notification is mailed to the voter, and if returned to the clerk as undeliverable or with information of a different address, the voter's record is marked "inactive." If the form is incomplete, the clerk must notify the elector requesting information to make the form sufficient within 5 days of receipt of the registration form. Wis. Stat. §6.32(1) and (2).

Also, under current rules, a voter can PDF the signed form and email it to the clerk, or may send the signed form by facsimile to the clerk's office. The clerk can review the email or faxed form to evaluate the sufficiency of the form for data entry into SVRS, but the registration is not complete until the clerk receives the signed original registration form. Wis. Admin. Code §GAB 6.04.

By December 1, 2010 the G.A.B. plans to launch a SVRS Automated Mail-In Voter Registration Process that allows voters to enter voter registration information data online but still requires the voter to print, sign and mail an original registration form to their local election official.

Statutory changes are necessary in order for Wisconsin to implement true online voter registration. True online voter registration would allow a voter to fully register, start to finish, on-line without the need to mail in a hard-copy form and signature. Board staff will continue to work with the Department of Transportation to develop joint recommendations for implementation of true on-line voter registration, including proposed statutory changes.

Approval of this request will enable the G.A.B. to facilitate convenient, efficient voter registration and improve the quality of voter registration data. Online voter registration will ensure that Wisconsin's voter registration system fully utilizes current technology to simplify the voter registration process and make it more accessible to voters. Approval of this initiative will also improve the quality of data in the statewide voter registration system, reduce voter fraud, and improve public confidence in the election system.

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[1] US Election Assistance Commission, The Impact of the National Voter Registration Act of 1993 on the Administration of Elections for Federal Office, 2007-2008: A Report to the 111<sup>th</sup> Congress 6 (2009)

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4007</b>	<b>Joint Study of Online Voter Registration</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$0	\$0	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	\$0	\$0	0.00	0.00
	<b>Joint Study of Online Voter Registration SubTotal</b>	\$0	\$0	0.00	0.00
	<b>Agency Total</b>	\$0	\$0	0.00	0.00

# Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4008	Change State Statutes to allow DOT to Share Motor Vehicle data

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
17	<b>Total Cost</b>	<b>\$0</b>	<b>\$0</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

## NARRATIVE

The agency requests that the Budget legislation direct the Government Accountability Board (G.A.B.) and the Wisconsin Department of Transportation (DOT) to study the feasibility and impact of a Motor Vehicle-Agency Based Voter Registration System.

The agency also requests the budget legislation add statutory language changes to permit and direct the Government Accountability Board (G.A.B.) and the Wisconsin Department of Transportation (DOT) to share data. The proposed statutory language changes would also permit the G.A.B. to share voter registration data with other states to improve data quality and detect instances of multiple voting.

See attached issue paper for more detail.

## DIN 4008 ISSUE PAPER

### Study Motor Vehicle-Based Voter Registration and Allow Greater Data Sharing

#### Allow DOT and G.A.B. to Share Data With Each Other And Other States (To Facilitate Voter Registration and Detect Voter Fraud)

The agency requests that the Budget legislation direct the Government Accountability Board (G.A.B.) and the Wisconsin Department of Transportation (DOT) to study the feasibility and impact of a Motor Vehicle-Agency Based Voter Registration System.

The agency also requests the budget legislation add statutory language changes to permit and direct the Government Accountability Board (G.A.B.) and the Wisconsin Department of Transportation (DOT) to share data. The proposed statutory language changes would also permit the G.A.B. to share voter registration data with other states to improve data quality and detect instances of multiple voting.

#### Issue

1. Should the Government Accountability Board (G.A.B.) study the feasibility and impact of a Motor Vehicle-Based Voter Registration System?
2. Should the Wisconsin Department of Transportation (DOT) and G.A.B. be allowed to share data with each other, and should G.A.B. be allowed to share data with other states, to facilitate voter registration and detect voter fraud?

#### The Problem

According to a 2009 U. S. Election Assistance Commission report, states received more than 60 million voter registration forms between 2006 and 2008, most of which were on paper<sup>[1]</sup>. There are many problems involved with paper-based voter registration forms, including:

Handwriting can be difficult to read. Getting data directly from DOT prevents both misreading of the data, as well as typographical errors.

During election periods, many local clerks need to hire temporary workers to data enter the large volume of voter registration forms that come in at the last minute before the close of voter registration. Allowing voters to update their registration information at the same time they update their driver license (rather than waiting until the election and filling out a new form) saves clerk time, resources and money.

Election Day Registration (EDR) is still perceived by many voters as the most convenient way to register or update their registration information. High numbers of voters registering on Election Day creates long lines at the polling place, as well as large volumes of work for clerks after the election. If voter data can be updated simultaneously with driver license data, this adds a convenience level that is likely to help reduce the number of Election Day Registrants.

State Statutes currently do not allow DOT to share motor vehicle data with the G.A.B. DOT has capability to provide signatures, photos and other routine statistical identifying information such as height, weight, hair and eye color, sex and ethnic characteristics. In addition to improving the quality of our voter records, DOT's comprehensive driver license data will also augment staff's capability to identify electors who potentially commit voter fraud. These data are also extremely useful in resolving non-matches from the HAVA Check process. This information would also be used to improve the quality of the voter information in SVRS. Sharing data with DOT would allow Board staff and local election officials additional tools to verify voter information, and proactively identify voter registration updates. Sharing such data would greatly improve SVRS data quality initiatives, as well as simplify and improve the voter registration process for Wisconsin's eligible voting population.

Many voters move back and forth between Wisconsin and border states such as Illinois, Iowa, Minnesota,

and Michigan. Many voters own property in more than one State. As long as statewide voter registration databases remain separate from each other, it is difficult to identify when Wisconsin voters move out of state. It is also difficult to identify if voters are voting from multiple residences if they are in different states. State statutes do not allow G.A.B. to share voter identifying information such as dates of birth or driver license numbers with other states, making it almost impossible to identify potential matches across state databases.

#### What is Needed

Wisconsin voters need state agencies to work together to make their interactions with the state government simpler. Taxpayers need relief from the costs associated with the current paper-based voter registration process. Wisconsin's citizens need confidence in the voting process, and that voters are not voting illegally in multiple states. Sharing data with DOT and with other states is a simple and cost effective solution to ensure availability and integrity of the electoral process.

This Decision Item requests changes to state statutes to allow DOT to share motor vehicle data with G.A.B., and to allow G.A.B. to share personally identifiable voter information with election officials in other states.

#### Background Discussion

The Wisconsin Voter Protection Act, 2009 AB 895/2009 SB 640, introduced in the Wisconsin Legislature in March 2010, included provisions that would have established an expanded level of cooperation between the Government Accountability Board and the Wisconsin Department of Transportation (DOT). That bill was overly broad and required data to be transferred from a number of government agencies including the Departments of Health Services, Children and Families, Workforce Development, Revenue, Regulation and Licensing, and Natural Resources, the University of Wisconsin System, and the Technical College System Board, as well as technical colleges within each Technical College District.

The Wisconsin Voter Protection Act would have required the Board to make a determination of voter status if Wisconsin's voter eligibility criteria were met. The Board would have been required to provisionally register these electors and notify them for concurrence. The automatic voter registration provision of the Wisconsin Voter Protection Act was not voted on and as such, that provision failed.

The Motor Vehicle-Based Voter Registration concept that Board staff is proposing would be significantly limited in scope and data transfer would only involve DOT (driver license data), not data from other agencies as specified in the unsuccessful Wisconsin Voter Protection Act. The Board has a long-established working and collaborative relationship with the DOT, dating back to 2005. DOT has been working with Board Staff to conduct voter comparisons ("HAVA Checks" of certain voter registration data with DOT driver license database) since August 2008. The Motor Vehicle-Based Voter Registration initiative would be a logical and natural extension and expansion of existing business practices between the Board and DOT.

After passage of the Help America Vote Act (HAVA) of 2002, many states have begun collaborating and sharing data with each other to identify voters who have moved out of state, to detect potential voter fraud, and for other reasons. Wisconsin is collaborating with the State of Minnesota, and is exploring inter-state data sharing agreements with other border states, i.e. Illinois, Iowa and Michigan.

#### A Viable Solution to the Paper-based Voter Registration Problem

Board staff would like to move forward in collaboration with DOT to explore a motor vehicle-based voter registration system. The joint team would prepare a report with recommendations for the Board, and the Legislature's consideration. Some aspects of motor vehicle-based voter registration that would be reviewed include:



1. Updates to Registered Voters

Based on information in Wisconsin's motor vehicle records, Board staff and local election officials could identify voters who may have moved and updated their driver license but not their voter registration record. Voters could confirm if they would like their voter registration updated as part of the process at DOT, and have their data changed in SVRS without requiring a new voter registration form. This would not only save time for local election officials in data entry, but also reduce the number of election day registrations; thus, freeing up time and resources at the polls on Election Day.

2. Identification of Eligible but Unregistered Voters

Working with DOT, Board staff could also identify Wisconsin voters who may be eligible to vote but have not yet registered. Customers who apply for a Wisconsin driver license or ID card are required to indicate if they are citizens. This information could be used to identify potentially eligible voters. Potential voters as part of the process at DOT could confirm if they would like to be registered to vote based on their motor vehicle record, and have their data added to SVRS, without requiring additional data entry. This would also save clerk time in data entry, and reduce the number of Election Day registrations.

3. Identifying Voters Who Move Out-of-State, and Who Commit Voter Fraud

After passage of the Help America Vote Act (HAVA) of 2002, many states have begun collaborating and sharing data with each other to identify voters who have moved out of state, to detect potential voter fraud, and for other reasons. Wisconsin is collaborating with the State of Minnesota, and is exploring inter-state data sharing agreements with other border states, i.e. Illinois, Iowa and Michigan. State statutes do not currently allow for sharing of protected voter data (such as dates of birth and driver license numbers) with election officials in other states.

DOT has capability to provide signatures, photos and other routine statistical identifying information such as height, weight, hair and eye color, sex and ethnic characteristics. In addition to improving the quality of our voter records, DOT's comprehensive driver license data will also augment staff's capability to identify electors who potentially commit voter fraud. These data are also extremely useful in resolving non-matches from the HAVA Check process. This information would also be used to improve the quality of the voter information in SVRS.

G.A.B. Requested Solution

G.A.B. requests that State Statutes be updated to allow DOT to share motor vehicle registration data with G.A.B. G.A.B. further requests that State Statutes be updated to allow G.A.B. to share identifying voter data such as dates of birth, driver license/state ID numbers, and social security numbers with election officials in other states. This data sharing is being done for the purpose of facilitating voter registration, improving the quality of voter registration data, and identifying potential voter fraud.

The proposed statutory changes are set below:

5.056 of the statutes is amended to read:

**5.056 Matching program with secretary of transportation.** The administrator of the elections division of the board shall enter into the agreement with the secretary of transportation specified under s. 85.61 (1) to match personally identifiable information on the official registration list maintained by the board under s. 6.36 (1), with personally identifiable information maintained by the department of transportation. The agreement shall also permit the secretary of transportation to transfer information under s. 343.17 (3)1.-5., to facilitate data matches and identify instances of illegal voting.

6.36 (1) (bm) of the statutes is created to read:

6.36 **(1)** (bm) The board may transfer any information in the official registration list to which access is restricted under par. (b) 1. a. to any state authority or to a subunit of the state government of another state.

85.61 (1) of the statutes is amended to read:

85.61 **(1)** The secretary of transportation and the administrator of the elections division of the government accountability board shall enter into an agreement to match personally identifiable information on the official registration list maintained by the government accountability board under s. 6.36 (1), with personally identifiable information in the operating record file database under ch. 343 and vehicle registration records under ch. 341 to the extent required to enable the secretary of transportation and the administrator of the elections division of the government accountability board to verify the accuracy of the information provided for the purpose of voter registration. The agreement shall also permit the secretary of transportation to transfer information under s. 343.17 (3)1.-5., to facilitate data matches and identify instances of illegal voting.

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[1] US Election Assistance Commission, The Impact of the National Voter Registration Act of 1993 on the Administration of Elections for Federal Office, 2007-2008: A Report to the 111<sup>th</sup> Congress 6 (2009)

## DIN 4008 STATUTORY LANGUAGE DRAFT / STATEMENT OF INTENT

The proposed statutory changes are set below:

5.056 of the statutes is amended to read:

**5.056 Matching program with secretary of transportation.** The administrator of the elections division of the board shall enter into the agreement with the secretary of transportation specified under s. 85.61 (1) to match personally identifiable information on the official registration list maintained by the board under s. 6.36 (1), with personally identifiable information maintained by the department of transportation. The agreement shall also permit the secretary of transportation to transfer information under s. 343.17 (3)1.-5., to facilitate data matches and identify instances of illegal voting.

6.36 (1) (bm) of the statutes is created to read:

6.36 **(1)** (bm) The board may transfer any information in the official registration list to which access is restricted under par. (b) 1. a. to any state authority or to a subunit of the state government of another state.

85.61 (1) of the statutes is amended to read:

85.61 **(1)** The secretary of transportation and the administrator of the elections division of the government accountability board shall enter into an agreement to match personally identifiable information on the official registration list maintained by the government accountability board under s. 6.36 (1), with personally identifiable information in the operating record file database under ch. 343 and vehicle registration records under ch. 341 to the extent required to enable the secretary of transportation and the administrator of the elections division of the government accountability board to verify the accuracy of the information provided for the purpose of voter registration. The agreement shall also permit the secretary of transportation to transfer information under s. 343.17 (3)1.-5., to facilitate data matches and identify instances of illegal voting.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4008</b>	<b>Change State Statutes to allow DOT to Share Motor Vehicle data</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$0	\$0	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	\$0	\$0	0.00	0.00
	<b>Change State Statutes to allow DOT to Share Motor Vehicle data SubTotal</b>	\$0	\$0	0.00	0.00
	<b>Agency Total</b>	\$0	\$0	0.00	0.00

## Decision Item by Line

	<b>CODES</b>	<b>TITLES</b>
<b>DEPARTMENT</b>	511	Government Accountability Board
	<b>CODES</b>	<b>TITLES</b>
<b>DECISION ITEM</b>	4009	Decrease in Spending Authority 121

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	(\$77,900)	(\$77,900)
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>(\$77,900)</b>	<b>(\$77,900)</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests a reduction of its program revenue account to reflect actual collection reduction experienced in FY-09 and anticipated reduced revenues of \$77,900 resulting from the agency depositing the sale of its Statewide Voter Registration lists into its federal aid; election administration fund. 20.511 (1) (x).

Currently, the agency deposits the sale of the voter lists into the material and services appropriation, however, in order to meet federal requirements the revenue generated from the sale of voters lists should be deposited in the elections administration appropriation.

According to the Uniform Administrative Requirements for Grants and Cooperative Agreements with State and Local Governments (41 CFR 105-71.125) program income is defined as gross income received from a grant-supported activity during the grant period and includes items such as fees from the sale of commodities or items fabricated under a grant agreement. Program income shall be deducted from outlays which may be both Federal and non-Federal or as authorized by the Federal agency.

Additionally several guidance documents issued by the US EAC, and the final audit report for the State of Missouri[1] conducted in 2007, that the program income generated from selling voter registration data must be dedicated to HAVA purposes and maintained in the Election Fund.

[1] Final Audit Report – Administration of Payments Received Under the Help America Vote Act by the State of Missouri Secretary of State (May 1, 2003 through February 28, 2007)

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4009</b>	<b>Decrease in Spending Authority 121</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	21 Materials and services	(\$77,900)	(\$77,900)	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>(\$77,900)</b>	<b>(\$77,900)</b>	<b>0.00</b>	<b>0.00</b>
	<b>Decrease in Spending Authority 121 SubTotal</b>	<b>(\$77,900)</b>	<b>(\$77,900)</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>(\$77,900)</b>	<b>(\$77,900)</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

DEPARTMENT	<b>CODES</b>	<b>TITLES</b>
	511	Government Accountability Board
DECISION ITEM	<b>CODES</b>	<b>TITLES</b>
	4010	Maintenance Campaign Finance Information System

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$190,100	\$224,200
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>\$190,100</b>	<b>\$224,200</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests funding for maintenance of its Campaign Finance Information System ("CFIS") in the amount of \$190,100 for FY-12 and \$224,200 for FY-13.

On December 12, 2007, the Joint Finance Committee released funds for the Government Accountability Board's predecessor, the State Elections Board, to contract to build a new web-based electronic filing system for campaign finance reports. The filing of campaign finance reports and use of the electronic filing system is mandated by statute. The Elections Board selected a vendor (PCC Technology Group LLC) and entered into a contract for the construction and maintenance of a web-based application in



conjunction with, and with the approval of, the Department of Administration. The original contract calls for yearly maintenance through FY-14 in the requested amounts.

Without the requested funding, the G.A.B. will not be able to maintain CFIS or likely be able to continue to offer a useable electronic filing system as required by statute. Unforeseen issues continually arise in complex IT applications that require attention. This has been true of CFIS and PCC provides almost monthly upgrades and fixes to the system. Routine improvements are also necessary to address difficulties encountered by filers in using the system. The requested funds will enable the G.A.B. to continue to provide candidates and committees responsible for filing campaign finance reports with a system that has been continuously improved and simplified since its implementation in January 2009. 51 % of those candidates and committees surveyed after the July 2010 filing stated that filing campaign finance reports using CFIS has been better or much better compared to filing reports prior to CFIS.

Failure to provide funding is likely to lead to system degradation, making it increasingly difficult for filers to use the system and for the public to view campaign finance information on-line in real time. It may also result in a system failure because the system would be unsupported.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4010</b>	<b>Maintenance Campaign Finance Information System</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$190,100	\$224,200	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$190,100</b>	<b>\$224,200</b>	<b>0.00</b>	<b>0.00</b>
	<b>Maintenance Campaign Finance Information System SubTotal</b>	<b>\$190,100</b>	<b>\$224,200</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$190,100</b>	<b>\$224,200</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

	<b>CODES</b>	<b>TITLES</b>
DEPARTMENT	511	Government Accountability Board
	<b>CODES</b>	<b>TITLES</b>
DECISION ITEM	4011	Decrease Spending Authority WECF

Expenditure items		1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$0	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	(\$642,500)	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
<b>17</b>	<b>Total Cost</b>	<b>(\$642,500)</b>	<b>\$0</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests a decrease in spending authority of \$642,500 SEG in FY-12 because there are no scheduled elections. Because there is a possibility of some special legislative elections we have budgeted for a minimum level of spending authority of \$100,000 in FY-12.

# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4011</b>	<b>Decrease Spending Authority WECF</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	60 Wisconsin election campaign fund	(\$642,500)	\$0	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>(\$642,500)</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Decrease Spending Authority WECF SubTotal</b>	<b>(\$642,500)</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>(\$642,500)</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>

## Decision Item by Line

	<b>CODES</b>	<b>TITLES</b>
DEPARTMENT	511	Government Accountability Board
	<b>CODES</b>	<b>TITLES</b>
DECISION ITEM	4012	Upgrade Help Desk Communication Resources

	Expenditure Items	1st Year Cost	2nd Year Cost
01	Permanent Position Salaries	\$0	\$0
02	Turnover	\$0	\$0
03	Project Position Salaries	\$0	\$0
04	LTE/Misc. Salaries	\$0	\$0
05	Fringe Benefits	\$0	\$0
06	Supplies and Services	\$51,500	\$0
07	Permanent Property	\$0	\$0
08	Unalloted Reserve	\$0	\$0
09	Aids to Individuals Organizations	\$0	\$0
10	Local Assistance	\$0	\$0
11	One-time Financing	\$0	\$0
12	Debt Service	\$0	\$0
13		\$0	\$0
14		\$0	\$0
15		\$0	\$0
16		\$0	\$0
17	<b>Total Cost</b>	<b>\$51,500</b>	<b>\$0</b>
18	Project Positions Authorized	0.00	0.00
19	Classified Positions Authorized	0.00	0.00
20	Unclassified Positions Authorized	0.00	0.00

### NARRATIVE

The agency requests \$51,500 GPR in FY-12 to upgrade the agency help desk communication capabilities.

The agency help desk currently receives between 1500 and 8000 calls a month depending on the point in the election and report filing calendar we are in. We have a limited number of land lines which make it difficult to expand the help desk capability during peak periods. The state is preparing Request for Proposals (RFPs) for voice over internet protocol communication systems that will provide more flexibility

in assigning lines to better handle the call volume.

The requested amount includes \$1,500 for adding a patch board in our telecommunications closet so staff can reassign existing numbers to the help desk during peak periods. The request also includes \$50,000 for acquiring the application and hardware for managing the VoIP service.

See attached issue paper for more detail.

## **DIN 4012 ISSUE PAPER**

### **Efficiency Improvements to Support Customer Service**

#### **Increase Efficiencies to Support Customer Needs for Technical Assistance, Election Management Support and Requests for Information**

##### **Managing Incoming Public and Customer Communications**

The G.A.B. has business responsibilities to serve the citizens of Wisconsin that require an efficient and effective voice communication venue.

##### **The Problem**

Almost all states in our nation conduct elections at the county level under the administrative oversight of their respective Secretary of State Office. However, in Wisconsin, G.A.B. administers elections statewide but officials at the local level (72 county clerks and 1,851 municipal clerks and their deputies, and thousands of elections officials, including poll workers), conduct elections in over 2,700 polling sites, and elections results/returns are reported from 3,400 reporting units or wards.

As Federal and State laws governing elections administration continue to grow in number and complexity, the need for local election officials to get timely and accurate information grows proportionally. As a result the public, local election officials and candidates contact the G.A.B. for guidance on a number of issues. The majority of contact is by telephone due to the urgency of the information needed.

The G.A.B. is currently served by an inadequate voice communication system provided by DOA Voice Services and vendor ATT. Additionally the Centrex telephone management system currently in place is not supported.

G.A.B. business cycles result in a variable volume of contacts throughout an election cycle as statistics demonstrate. Most of the variability is predictable and can be anticipated with a moderate degree of accuracy given historical data. The cyclical nature of incoming calls volume ranges from 1,000 to over 6,000 per month. Actual statistics are attached as separate document.

The current physical G.A.B. Telecomm environment is quite limiting in capacity and flexibility. There are 4 lines available at 608-261-2028 and 2 lines at 608-266-8005, making a maximum of 6 calls being answered at a given time. Voicemail capacity is based on disk space. The allotted disk space for each mailbox holds from 40 to 50 messages. The Help Desk mailbox has an added mailbox, increasing capacity to 80 to 100 messages. Additionally technical calls to the Service Desk can easily tie up two or three of the 4 lines for an hour or more, installing SVRS software, resolving connectivity issues or assisting with clerks running election data reports.

For reporting purposes, calls are now recorded manually by the operator, counted and added up manually. The results have no detail or subject matter information and are totally dependant on the operator recording the call manually.

Incident Tracking: There is currently no practical system in place for problem and incident tracking.

G.A.B. staff attempted to use the Department of Administration's (DOA) Resource Management System (RMS) Service Center ticketing and resource management system, but it proved to be inadequate and difficult to utilize effectively. RMS does not have good reporting and has no effective way for operators to look up common solutions when assisting customers.

##### **What is Needed**

G.A.B. needs an efficient and flexible way to manage peak volumes of incoming calls via telephone along with an information gathering system for incident tracking and analysis.

The State of Wisconsin is currently in the RFP process for a new phone system recognizing that the

current Centrex system is outdated and obsolete. The bidding process includes VoIP and is expected to be complete by June 2011 with new contracts.

A VoIP system would greatly improve the resources, flexibility and reporting capabilities that the G.A.B. currently has to serve its customers. A VoIP System has the following characteristics:

- Available resources are quickly identified with onscreen indication of staff status (presence);
- During peak times, incoming calls can be routed directly to a flexible pool of designated staff for immediate assistance;
- Extended reporting capabilities providing detailed management information like the number of calls, length of calls, staff time available etc.

Updated stand alone, vendor provided VoIP System costs would range from \$41,000 to \$50,000 depending on options and number of seats. There would be added staff resource costs for management of the system and server administration. These staffing costs would be absorbed in the current Help Desk personnel.

Additional Associated Costs:

VoIP capable phone lines are available from ATT at \$13 ea. per month. G.A.B. has 60 Phone lines or \$780 per month. These costs would be offset by current land line charges.

A patch panel located in the agency technology closet would be needed, \$1,500.

Approval of this Decision Item will provide capacity to G.A.B. and on behalf of our local election partners, to more efficiently meet our statutory responsibilities regarding the administration of election management. Approval of this Decision Item will also relieve some of the State's unfunded elections administration mandates on Wisconsin's local government units – unfunded mandates especially resulting from implementing State elections laws.



# Decision Item by Numeric

## Government Accountability Board

Program	Decision Item/Numeric	1st Year Total	2nd Year Total	1st Year FTE	2nd Year FTE
	<b>4012</b>	<b>Upgrade Help Desk Communication Resources</b>			
<b>01</b>	<b>Administration of elections, ethics, and lobbying laws</b>				
	01 General program operations; general purpose revenue	\$51,500	\$0	0.00	0.00
	<b>Administration of elections, ethics, and lobbying laws SubTotal</b>	<b>\$51,500</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Upgrade Help Desk Communication Resources SubTotal</b>	<b>\$51,500</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>
	<b>Agency Total</b>	<b>\$51,500</b>	<b>\$0</b>	<b>0.00</b>	<b>0.00</b>